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Environmental Protection Agency
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Washington, D.C. 20460

Attn: Section 8(e) Coordinator (CAP Agreement)

Dear Coordinator:

8ECAP-0025

On behalf of the Regulatee and pursuant to Unit II B.1.b. and Unit II C of the 6/28/91CAP Agreement, E.I. Du Pont de Nemours and Co. hereby submits (in triplicate) the attached studies. Submission of this information is voluntary and is occasioned by unilateral changes in EPA's standard as to what EPA now considers as reportable information. Regulatee's submission of information is made solely in response to the new EPA §8(e) reporting standards and is not an admission: (1) of TSCA violation or liability; (2) that Regulatee's activities with the study compounds reasonably support a conclusion of substantial health or environmental risk or (3) that the studies themselves reasonably support a conclusion of substantial health or environmental risk.

The "Reporting Guide" creates new TSCA 8(e) reporting criteria which were not previously announced by EPA in its 1978 Statement of Interpretation and Enforcement Policy, 43 Fed Reg 11110 (March 16, 1978). The "Reporting Guide states criteria which expands upon and conflicts with the 1978 Statement of Interpretation. Absent amendment of the Statement of Interpretation, the informal issuance of the "Reporting Guide" raises significant due processes issues and clouds the appropriate reporting standard by which regulated persons can assure TSCA Section 8(e) compliance.

For Regulatee

Mark H. Christman

Counsel

Legal D-7158

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Wilmington, DE 19898

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3/14/95

ATTACHMENT 1

Submission of information is made under the 6/28/91 CAP Agreement, Unit II. This submission is made voluntarily and is occasioned by recent changes in EPA's TSCA §8(e) reporting standard; such changes made, for the first time in 1991 and 1992 without prior notice and in violation of Regulatee's constitutional due process rights. Regulatee's submission of information under this changed standard is not a waiver of its due process rights; an admission of TSCA violation or liability, or an admission that Regulatee's activities with the study compounds reasonably support a conclusion of substantial risk to health or to the environment. Regulatee has historically relied in good faith upon the 1978 Statement of Interpretation and Enforcement Policy criteria for determining whether study information is reportable under TSCA §8(e), 43 Fed Reg 11110 (March 16, 1978). EPA has not, to date, amended this Statement of Interpretation.

After CAP registration, EPA provided the Regulatee the June 1, 1991 "TSCA Section 8(e) Reporting Guide". This "Guide" has been further amended by EPA, EPA letter, April 10, 1992. EPA has not indicated that the "Reporting Guide" or the April 1992 amendment supersedes the 1978 Statement of Interpretation. The "Reporting Guide" and April 1992 amendment substantively lowers the Statement of Interpretation 's TSCA §8(e) reporting standard². This is particularly troublesome as the "Reporting Guide" states criteria, applied retroactively, which expands upon and conflicts with the Statement of Interpretation.³ Absent amendment of the Statement of Interpretation, the informal issuance of the "Reporting Guide" and the April 1992 amendment clouds the appropriate standard by which regulated persons must assess information for purposes of TSCA §8(e).

²In sharp contrast to the Agency's 1977 and 1978 actions to soliciting public comment on the proposed and final §8(e) Policy, EPA has unilaterally pronounced §8(e) substantive reporting criteria in the 1991 Section 8(e) Guide without public notice and comment, See 42 Fed Reg 45362 (9/9/77), "Notification of Substantial Risk under Section 8(e): Proposed Guidance".

³A comparison of the 1978 Statement of Interpretation and the 1992 "Reporting Guide" is a appended.

Throughout the CAP, EPA has mischaracterized the 1991 guidance as reflecting "longstanding" EPA policy concerning the standards by which toxicity information should be reviewed for purposes of §8(e) compliance. Regulatee recognizes that experience with the 1978 Statement of Interpretation may cause a review of its criteri. Regulatee supports and has no objection to the Agency's amending reporting criteria provided that such amendment is not applied to the regulated community in an unfair way. However, with the unilateral announcement of the CAP under the auspices of an OCM enforcement proceeding, EPA has wrought a terrific unfairness since much of the criteria EPA has espoused in the June 1991 Reporting Guide and in the Agency's April 2, 1992 amendment is new criteria which does not exist in the 1978 Statement of Interpretation and Enforcement Policy.

The following examples of new criteria contained in the "Reporting Guide" that is not contained in the <u>Statement of Interpretation</u> follow:

o even though EPA expressly disclaims each "status report" as being preliminary evaluations that should <u>not</u> be regarded as final EPA policy or intent⁴, the "Reporting Guide" gives the "status reports" great weight as "sound and adequate basis" from which to determine mandatory reporting obligations. ("Guide" at page 20).

o the "Reporting Guide" contains a matrix that establishes new numerical reporting "cutoff" concentrations for acute lethality information ("Guide" at p. 31). Neither this matrix nor the cutoff values therein are contained in the <u>Statement of Interpretation</u>. The regulated community was not made aware of these cutoff values prior to issuance of the "Reporting Guide" in June, 1991.

othe "Reporting Guide" states new specific definitional criteria with which the Agency, for the first time, defines as 'distinguishable neurotoxicological effects'; such criteria/guidance not expressed in the 1978 Statement of Interpretation. 5;

othe "Reporting Guide" provides new review/ reporting criteria for irritation and sensitization studies; such criteria not previously found in the 1978 <u>Statement of Interpretation/Enforcement Policy</u>.

othe "Reporting Guide" publicizes certain EPA Q/A criteria issued to the Monsanto Co. in 1989 which are not in the <u>Statement of Interpretation</u>; have never been published in the <u>Federal Register</u> or distributed by the EPA to the Regulatee. Such Q/A establishes new reporting criteria not previously found in the 1978 <u>Statement of Interpretation/Enforcement Policy</u>.

⁴The 'status reports' address the significance, if any, of particular information reported to the Agency, rather than stating EPA's interpretation of §8(e) reporting criteria. In the infrequent instances in which the status reports contain discussion of reportability, the analysis is invariably quite limited, without substantial supporting scientific or legal rationale.

⁵ See, e.g., 10/2/91 letter from Du Pont to EPA regarding the definition of 'serious and prolonged effects' as this term may relate to transient anesthetic effects observed at lethal levels; 10/1/91 letter from the American Petroleum Institute to EPA regarding clarification of the <u>Reporting Guide</u> criteria.

In discharging its responsibilities, an administrative agency must give the regulated community fair and adequate warning to as what constitutes noncompliance for which penalties may be assessed.

Among the myriad applications of the due process clause is the fundamental principle that statutes and regulations which purport to govern conduct must give an adequate warning of what they command or forbid.... Even a regulation which governs purely economic or commercial activities, if its violation can engender penalties, must be so framed as to provide a constitutionally adequate warning to those whose activities are governed.

Diebold, Inc. v. Marshall, 585 F.2d 1327, 1335-36 (D.C. Cir. 1978). See also, Rollins Environemntal Services (NJ) Inc. v. U.S. Environmental Protection Agency, 937 F. 2d 649 (D.C. Cir. 1991).

While neither the are rules, This principle has been applied to hold that agency 'clarification', such as the <u>Statement of Interpretation</u>, the "Reporting Guide" nor the April 1992 amendments will not applied retroactively.

...a federal court will not retroactively apply an unforeseeable interpretation of an administrative regulation to the detriment of a regulated party on the theory that the post hoc interpretation asserted by the Agency is generally consistent with the policies underlying the Agency's regulatory program, when the semantic meaning of the regulations, as previously drafted and construed by the appropriate agency, does not support the interpretation which that agency urges upon the court.

Standard Oil Co. v. Federal Energy Administration, 453 F. Supp. 203, 240 (N.D. Ohio 1978), aff'd sub nom. Standard Oil Co. v. Department of Energy, 596 F.2d 1029 (Em. App. 1978):

The 1978 Statement of Interpretation does not provide adequate notice of, and indeed conflicts with, the Agency's current position at §8(e) requires reporting of all 'positive' toxicological findings without regard to an assessment of their relevance to human health. In accordance with the statute, EPA's 1978 Statement of Interpretation requires the regulated community to use scientific judgment to evaluate the significance of toxicological findings and to determining whether they reasonably support a conclusion of a substantial risk. Part V of the Statement of Interpretation urges persons to consider "the fact or probability" of an effect's occurrence. Similarly, the 1978 Statement of Interpretation stresses that an animal study is reportable only when "it contains reliable evidence ascribing the effect to the chemical." 43 Fed Reg. at 11112. Moreover, EPA's Statement of Interpretation defines the substantiality of risk as a function of both the seriousness of the effect and the probability of its occurrence. 43 Fed Reg 11110 (1978). Earlier Agency interpretation also emphasized the "substantial" nature of a §8(e) determination. See 42 Fed Reg 45362, 45363

(1977). [Section 8(e) findings require "extraordinary exposure to a chemical substance...which critically imperil human health or the environment"].

The recently issued "Reporting Guide" and April 1992 Amendment guidance requires reporting beyond and inconsistent with that required by the <u>Statement of Interpretation</u>. Given the statute and the <u>Statement of Interpretation</u>'s explicit focus on substantial human or environmental risk, whether a substance poses a "substantial risk" of injury requires the application of scientific judgment to the available data on a case-by-case basis.

If an overall weight-of-evidence analysis indicates that this classification is unwarranted, reporting should be unnecessary under §8(e) because the available data will not "reasonably support the conclusion" that the chemical presents a <u>substantial</u> risk of serious adverse consequences to human health.

Neither the legislative history of §8(e) nor the plain meaning of the statute support EPA's recent lowering of the reporting threshold that TSCA §8(e) was intended to be a sweeping information gathering mechanism. In introducing the new version of the toxic substances legislation, Representative Eckhart included for the record discussion of the specific changes from the version of H. R. 10318 reported by the Consumer Protection and Finance Subcommittee in December 1975. One of these changes was to modify the standard for reporting under §8(e). The standard in the House version was changed from "causes or contributes to an unreasonable risk" to "causes or significantly contributes to a substantial risk". This particular change was one of several made in TSCA §8 to avoid placing an undue burden on the regulated community. The final changes to focus the scope of Section 8(e) were made in the version reported by the Conference Committee.

The word "substantial" means "considerable in importance, value, degree, amount or extent". Therefore, as generally understood, a "substantial risk" is one which will affect a considerable number of people or portion of the environment, will cause serious injury and is based on reasonably sound scientific analysis or data. Support for the interpretation can be found in a similar provision in the Consumer Product Safety Act. Section 15 of the CPSA defines a "substantial product hazard" to be:

"a product defect which because of the pattern of defect, the number of defective products distributed in commerce, the severity of the risk, or otherwise, creates a substantial risk of injury to the public." Similarly, EPA has interpreted the word 'substantial' as a quantitative measurement. Thus, a 'substantial risk' is a risk that can be quantified, See, 56 Fed Reg 32292, 32297 (7/15/91). Finally, since information pertinent to the exposure of humans or the environment to chemical substances or mixtures may be obtained by EPA through Sections 8(a) and 8(d) regardless of the degree of potential risk, §8(e) has specialized function. Consequently, information subject to §8(e) reporting should be of a type which would lead a reasonable man to conclude that some type action was required immediately to prevent injury to health or the environment.

Attachment

Comparison:

Reporting triggers found in the 1978 "Statement of Interpretation/ Enforcement Policy", 43 Fed Reg 11110 (3/16/78) and the June 1991 Section 8(e) Guide.

TEST TYPE	1978 POLICY CRITERIA EXIST?	New 1991 GUIDE CRITERIA EXIST?	
ACUTE LETHALITY			
Oral Dermal Inhalation (Vapors) aerosol dusts/ particles	N} N} N} N}	Y} Y} Y} Y}	
SKIN IRRITATION	N	Y ⁸	
SKIN SENSITIZATION (ANIM	(ALS) N	Y ⁹	
EYE IRRITATION	N	Y ¹⁰	
SUBCHRONIC (ORAL/DERMAL/INHALATION	N) N	Y ¹¹	
REPRODUCTION STUDY	N	Y ¹²	
DEVELOPMENTAL TOX	Y ¹³	Y ¹⁴	

⁶43 <u>Fed Reg</u> at 11114, comment 14:

[&]quot;This policy statements directs the reporting of specifiec effects when unknown to the Administrator. Many routine tests are based on a knowledge of toxicity associated with a chemicalL unknown effects occurring during such a range test may have to be reported if they are those of concern tot he Agency and if the information meets the criteria set forth in Parts V and VII."

⁷Guide at pp.22, 29-31.

⁸Guide at pp-34-36.

^{9 &}lt;u>Guide</u> at pp-34-36.

¹⁰Guide at pp-34-36.

¹¹Guide at pp-22; 36-37.

¹²Guide at pp-22

¹³⁴³ Fed Reg at 11112

[&]quot;Birth Defects" listed.

¹⁴Guide at pp-22

NEUROTOXICITY	N	Y ¹⁵
CARCINOGENICITY	Y16	Y ¹⁷
MUTAGENICITY		
In Vitro In Vivo	Y} ¹⁸ Y}	Y} ¹⁹ Y}
ENVIRONMENTAL		
Bioaccumulation Bioconcentration Oct/water Part. Coeff.	Y} Y} ²⁰ Y}	N N N
Acute Fish	N	N
Acute Daphnia	N	N
Subchronic Fish	N	N
Subchronic Daphnia	N	N
Chronic Fish	N	N
AVIAN		
Acute Reproductive Reprodcutive	N N N	N N

^{15 &}lt;u>Guide</u> at pp-23; 33-34. 1643 <u>Fed Reg</u> at 11112 "Cancer" listed

^{17 &}lt;u>Guide</u> at pp-21.
1843 <u>Fed Reg</u> at 11112; 11115 at Comment 15
"Mutagenicity" listed/ in vivo vs invitro discussed; discussion of "Ames test".

¹⁹Guide at pp-23. 2043 Fed Reg at 11112; 11115 at Comment 16.

CAS# 111-36-4

CHEM: Isocyanic acid, butyl ester TITLE: Acute Inhalation Toxicity

DATE: 12/19/68

SUMMARY OF EFFECTS: LC50 15.6 ppm

E. I. du Pont de Nemours and Company Haskell Laboratory for Toxicology and Industrial Medicine

MR NO. 581-283	Haskell No.: 5732	Other Codes: IN-17505 N.B. 4652-134
HASKELL LABORATORY REPORT NO. 289-68	Material Tested: Isocyanic Acid, Butyl Ester	Material Submitted by: R. W. Luckenbaugh, Industrial and Biochemicals Department, Agricultural Chemicals Section

ACUTE INHALATION TOXICITY

The compound was metered into a stainless steel T-tube which was heated to 125-150°C to insure vaporization, The vapors were carried into a 16-liter bell jar containing six ChR-CD male rats weighing 252-285 grams by a measured air flow. The chamber atmosphere was analyzed by a gas chromatographic procedure. Exposures lasted four hours.

Rats were held for 30 days after exposure because they were still losing weight 14 days after the exposure.

		Clinical Sions	During Exposure: irregular breathing,	some lacrimation first 10-15 minutes of the exposure	Post-Exposure: 10 to 20 per cent body weight loss during the first day after the exposure; in most cases there were minor weight gains for a few days, then losses again; congestion, rales, red discharge from eyes, priapism, gasping and difficulty in breathing were observed during the 30 days post-exposure
		30 Day	2/6	9/9 9/9	0/0
	Mortality Rate	14 Day	0/6	2/6 6/6 6/6	
		During Exposure	9/0 9/0	0/6 2/6 2/6	30 Day LC ₅₀ = 15.6 ppm
Results:	Analytical	Concentration (Dpm)	12.5	22 31.5 53.5	

35 ppm level; two rats 14 days post-exposure at the 12.5 ppm level and three rats 30 days post-exposure at the 17.5 ppm Pathology: Histopathologic examinations were performed on tissues from two rats dying during exposure to 53.5 ppm; two rats sacrificed at each of 1 and 2 days post-exposure at the 35 ppm level; one rat 7 days post-exposure at the

exposed to 35 ppm butylisocyanate for four hours had lung weights near the top of the normal range 1 and 2 days after exposure and approximately $1\frac{1}{2}$ average normal weight 7 days after exposure. Lung weights were still increasing at 14 Grossly, rats dying during exposure had dark red colored, edematous lungs almost twice normal weight. days and had reached approximately twice average normal weight in 30 days.

of the epithelial lining of the bronchial tree and increased capillary permeability. Edema and in some cases hemorrhage The acute necrotizing effect of butylisocyanate on the respiratory system caused necrosis and desquamation were the result of the vascular damage. In the rats that were killed on recovery days 1 and 2, marked inflammatory cell infiltration was noted in the sub-mucosa of the trachea and bronchial tree. Edema was also prominent in these

Regeneration of the bronchial epithelium in the one 7-day recovery animal was evident and repair was complete constricted the lumens of the bronchioles. The connective tissue surrounding these air passages was also increased in the 14-day recovery animals. In some cases the epithelium had formed folds and papilla-like arrangements that resulting in bronchiolitis fibrosa obliterans and atelectasis, Also by the 14th day bronchopneumonia become evident. This condition progressed to severe proportions by the 30th recovery day with resulting atelectasis and consolidation of some lobes.

four-hour rat exposure. Thus, it should be considered highly toxic by inhalation and inhalation should be avoided. Butyl isocyanate caused a progressive increase in rat lung weight and deaths occurred throughout a 30-day hold period. Some Surmary: The LC50, based on 30 days observation period of isocyanic acid, butyl ester, was 15.6 (13.3-18.2) ppm for a rats were still losing weight 30 days after exposure. A similar lung weight increase after inhalation exposure was observed with 3,4-dichlorophenyl isocyanate (2).

Summary (Cont'd.)

survive the initial exposure are highly susceptible to bronchopneumonia by "opportunist" bacteria which normally inhabit Butyl isocyanate is a highly necrotizing compound when inhaled under the conditions used in this test. Animals that the respiratory tract of the rat.

- (1) Statistical analysis by method of J. T. Litchfield, Jr., F. Wilcoxon, J. Pharmacol. and Expt'l. Therap., 96, 99 (1949).
- (2) Haskell Laboratory Report No. 38-68; 14-day LC_{50} for a four-hour exposure = 350 ppm.

Report by: Figen O. Castun Inhalation Toxicology Section

Approved by: Blue a. lef.

Director

FOT/jch Date: Decem

te: December 19, 1968



UNITED STATES ENVIRONMENTAL PROTECTION AGENCY

WASHINGTON, D.C. 20460

Mark H. Christman Counsel E. I. Du Pont De Nemours and Company Legal D-7010-1 1007 Market Street Wilmington, Delaware 19898

OFFICE OF PREVENTION, PESTICIDES AND TOXIC SUBSTANCES

MAY 0 8 1995

EPA acknowledges the receipt of information submitted by your organization under Section 8(e) of the Toxic Substances Control Act (TSCA). For your reference, copies of the first page(s) of your submission(s) are enclosed and display the TSCA §8(e) Document Control Number (e.g., 8EHQ-00-0000) assigned by EPA to your submission(s). Please cite the assigned 8(e) number when submitting follow-up or supplemental information and refer to the reverse side of this page for "EPA Information Requests".

All TSCA 8(e) submissions are placed in the public files unless confidentiality is claimed according to the procedures outlined in Part X of EPA's TSCA §8(e) policy statement (43 FR 1110, March 16, 1978). Confidential submissions received pursuant to the TSCA §8(e) Compliance Audit Program (CAP) should already contain information supporting confidentiality claims. This information is required and should be submitted if not done so previously. To substantiate claims, submit responses to the questions in the enclosure "Support Information for Confidentiality Claims". This same enclosure is used to support confidentiality claims for non-CAP submissions.

Please address any further correspondence with the Agency related to this TSCA 8(e) submission to:

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Attn: TSCA Section 8(e) Coordinator
Office of Pollution Prevention and Toxics
U.S. Environmental Protection Agency
Washington, D.C. 20460-0001

EPA looks forward to continued cooperation with your organization in its ongoing efforts to evaluate and manage potential risks posed by chemicals to health and the environment.

Sincerely,

Terry R. O'Bryan

Risk Analysis Branch

Enclosure

12067A

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Triage of 8(e) Submissions

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P F C INFOR 01 02 04 0217 01 02 04 0217 01 02 04 0218 01 02 04 0229 01 02 04 0220 01 02 04 0221 01 02 04 0222 01 02 04 0223 01 02 04 0223 01 02 04 0225 01 02 04 0225 01 02 04 0225 01 02 04 0225 01 02 04 0226 01 02 04 0227 01 02 04 0228 01 02 04 0228 01 02 04 0229 01 02 04 0229	ors by the organy of the organia such th
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> <TOX CONCERN>

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ACUTE INHALATION TOXICITY IN MALE RATS IS HIGH CONCERN BASED ON AN LC50 OF 15.6 PPM. DOSE (PPM) AND MORTALITY: 12.5 (2/6), 17.5 (3/6), 22 (5/6), 31.5 (6/6), AND 53.5 (6/6). CLINICAL SIGNS INCLUDED IRREGULAR BREATHING, HYPEREMIA, GASPING, PALE EARS, LACRIMATION, CONGESTION, RALES, RED DISCHARGE FROM EYES, AND PRIAPISM. PATHOLOGIC EXAM REVEALED DARK RED-COLORED, EDEMATOUS LUNGS ALMOST TWICE THE NORMAL WEIGHT, NECROSIS AND DESQUAMATION OF THE EPITHELIAL LINING OF THE BRONCHIAL TREE AND INCREASED CAPILLARY PERMEABILITY, AND MARKED INFLAMMATORY CELL INFILTRATION IN SUB-MUCOSA OF THE TRACHEA AND BRONCHIAL TREE.

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